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January 27, 1956

TO: I - Mr. Streibert

FROM: IRI - Henry Loomis *HL*

SUBJECT: Agency Membership on Intelligence Advisory Committee.

The National Security Act of 1947, among other things, established the Central Intelligence Agency and gave that Agency the duty "under the direction of the National Security Council" -

- "1. to advise the NSC in matters concerning such intelligence activities of the government, departments and agencies as relate to the national security.
2. to make recommendations to the NSC for the coordination of such intelligence activities ....
3. to correlate and evaluate intelligence relating to the national security ..."

Since then, the National Security Council has issued 17 intelligence directives, abbreviated NSCID. The first directive established the Intelligence Advisory Committee "to maintain the relationship essential to coordination between the CIA and the other intelligence organizations." This directive also listed the membership -- Directors of Intelligence of the Army, Navy, Air Force, Joint Chiefs of Staff, State, AEC, FBI. The Director of CIA was named as Chairman.

The Intelligence Advisory Committee, therefore, is an integral part of the NSC mechanism. In the intelligence field, the IAC has functions comparable to both the Planning Board and the Operations Coordinating Board in that it determines the relative priorities of various types of intelligence and establishes procedures for coordination of both the gathering and processing of intelligence. One of its main functions is providing National Estimates based on the total information available to the United States Government.

In 1948, NSCID 2 and 3 allocated fields of primary interest to the various Departments. State Department was given the responsibility for "political", "cultural" and "sociological" intelligence. While these terms have never been precisely defined, they were obviously meant to

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include intelligence about communist propaganda mechanism and activities, and assessment of world-wide public opinion. This was appropriate since at that time the information activity was within the State Department.

In 1954, at our request, the IAC studied the U.S. Information Agency's intelligence needs. They concluded that "the intelligence required for USIA activities does not differ in kind from the intelligence required to support the political, economic and military activities of the Government. USIA does, however, require (this) intelligence ... with an emphasis, a detail, and a form not normally required ..." The survey, therefore, made no recommendation for change in NSCID 2 or 3, and gave to this Agency a mission of applying the basic intelligence gathered from other Departments and Agencies to our own specialized operational needs.

The Survey did, however, recognize the unique ability of the Agency overseas staff to provide "significant" specialized information, and recommended that "USIS reporting be conducted under the director of the USIA intelligence organization in coordination with the State Department" and that "such information and techniques should be made available to US Agencies concerned."

The survey recommended against the Agency's membership in the IAC in the following words:

"j. USIA should not become a member of the IAC at this time because:

(1) It is not believed that the contribution which USIA could make to National Intelligence Estimates is one which would be sufficiently different from the contributions of the present IAC members.

(2) The interagency arrangements recommended by this report can be effected without USIA membership on the IAC.

(3) Whenever matters within the purview of USIA are to be discussed by the IAC, the DCI can invite USIA participation, as provided in NSCID-1. (Similar USIA representation should be obtained by the IAC subcommittees on basic intelligence defectors, and foreign language publications.) "

"k. The question of IAC membership should be reexamined after a sufficient amount of time has passed for the implementation of this report."

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Over a year has elapsed since the intelligence organization of the Agency came into being. We believe that there has been sufficient progress and clarification of rolls to warrant a reconsideration of our membership in the IAC. We believe there are three distinct and separate reasons why such membership would be in the best interest of the Government.

1. For the last two years there has been increasing awareness of the importance of information activities. This has resulted in the Agency participating in the NSC mechanism, attending all meetings of the Council and Planning Board, and being a regular member of the OCB. In order for the Agency to fulfill its responsibilities in the other portions of the NSC mechanism, the Agency should also be regularly represented on the IAC, the intelligence arm of the NSC.

2. We believe that the Agency has now developed a unique mechanism and organization for measuring public attitudes which provide additional information of importance. This information should be considered by the Board of National Estimates, along with other types of information. Since public opinion surveys are a relatively new device overseas, conducted by foreign concerns of variable technical quality, it is desirable to have a specialist present during consideration of public opinion matters by the Board. Such a contribution was made in the estimate dealing with the effects of increasing nuclear warfare capabilities upon the policies of selected countries. This, however, was due to personal acquaintances and was clearly stated not to be a precedent. We believe the Agency should contribute, as a matter of routine, to all estimates dealing with future developments of public opinion and propaganda in a foreign country. For the last month, we have been given the terms of reference of new NIE's, and asked to submit information. However, we are not represented at the discussions where the various contributions are debated and made into a single estimate.

3. Formal membership in the IAC would increase the efficiency of the overall Government effort, and would not hinder that effort in any way. Circulars have gone to the field instructing the Chief of the Mission to utilize USIS field personnel as appropriate in the gathering of intelligence. However, we believe that our personnel have neither been fully utilized nor given as much access to the intelligence gathered by other members of the Mission as would be desirable. We believe that formal membership in the IAC would help in creating an atmosphere of confidence and mutual trust among personnel in the field so essential for an efficient operation.

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In Washington, we find that much of the distribution of intelligence is done automatically; the most usual distribution being to members of the IAC. As a result, the Agency must request much material which it should get routinely. Practically every request is honored in time, but the process results in delay and much effort. There is probably some material of interest to us of which we never become aware.

In addition, we believe that membership in the IAC would tend to emphasize the growing importance of propaganda and public opinion intelligence, which should be considered by the other Departments, as well as ourselves.

For some time, CIA has advocated our membership. However, the State Department has objected, and the military have remained neutral at best. Informal discussion with State Intelligence personnel indicate that while they admit the logic of our first argument for membership, they do not consider it sufficient. In reference to our second point, they believe that any intelligence uniquely developed by USIA can be added to what the Department presents to the Board of National Estimates. They believe that the IAC membership is already large and that the line must be drawn somewhere. It has been stated that there is considerable disagreement at the meetings of the IAC, and that any more disagreements presented by still another Agency would just slow down the operation even more.

However, we believe that our information is both of sufficient importance and of such specialized nature that it should be presented by a specialist in public opinion and propaganda, and not merely as an adjunct to political intelligence. In this respect, we believe the Agency's position is similar to that of the AEC and FBI, both of which make specialized contributions to the IAC. Since our information is specialized, USIA membership would not effect the operations of the IAC on those matters with which the Agency is not concerned.

In short, we believe that our membership in the IAC would improve the intelligence mechanism of the U.S. Government, would clearly benefit the U.S. Information Agency, and that no one would lose.

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